



CHAPTER V – ECONOMIC DEVELOPMENT



"ECONOMICS IS FIRST AND FOREMOST ABOUT THE THOUGHTS LEADING UP TO CHOICE."

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Economic development should support opportunities which can create wealth for its residents.

Introduction

Statutory Requirements

While the State of Utah does not mandate elements of a general plan (Utah Code Section 17-27-30), the State of Utah does not require an Economic Development chapter. However, state code does provide for financial and economic considerations to be included in a City's General Plan. As such the City of Taylorsville has elected to include discussions of its economic health and plans for economic development into the General Plan.

Once the Economic Development Element is adopted, it becomes a component of the General Plan, with the same legal status as one of the mandatory elements.

This section is to capture current market trends and provide a forecast of the community's future circumstance as it relates to surrounding communities, future market share and future city growth. This information can be used to guide land use and other considerations in the General Plan. Decisions such as future land use must be based upon future market considerations and municipal service needs. The purpose of an Economic Development Section in a General Plan is not to provide a complete economic analysis of the Community or to replace an Economic Development Plan and Implementation Strategy.

The guiding principles established early in the General Planning process were that Economic Development, at its most simple form is the ability of a community to support Wealth Creation for its residents. It is from the prosperity and well being of its residents that the City can see "Revenue Generation" for City coffers. Such revenue generation will come from sales tax, property tax and other sources that a



healthy community and citizenry can generate. It is then the goal of the City to use the funds generated to increase the quality of life for its residents through improvement of services and amenities. It is in the best interest of all involved parties to create employment and shopping opportunities within Taylorsville.

Existing Conditions

The population of the City (excluding the City's Sphere of Influence) is projected to increase from 59,656 as of the 2002 estimates to 63,876 by 2010, a 7% increase over the 2002 population.

Year	Population
2002	59,656
2005	60,001
2010	63,876
2015	70,171
2020	72,134
2025	73,445
2030	74,996

When looking at the Redwood Road and 5400 South intersection, (the core of commercial activity for Taylorsville) the one-mile radius population on the 2003 estimated population is 14,967 and the 2008 forecast is 15,471, an increase of 504 or 3% over the five year period. In addition, one must consider the three- (3) mile radius. The 3-mile radius will include the most common radii used for shopping centers that may locate in the retail heart of the City. The three-mile radius population on 5400 South and Redwood Road, the 2003 population is 139,989 and the 2008 forecast is 145,782 an increase of 5,793 or 4.1% over the five year period.

Economic Development Mission Statement:

Economic Development should support opportunities which can create wealth for its residents.

Economic Development Goals:

- 5.1 Maximize the City's market potential.
- 5.2 Generate cumulative growth that will provide net economic gains to the City.
- 5.3 Maintain and enhance existing commercial cores.
- 5.4 Generate developments that create jobs and maintain existing quality employment centers.



5-1: Taylorsville City's Market Potential

Goal 5-1: Maximize the City's market potential.

Given the current and projected population, incomes, and spending habits of the Taylorsville area, and the amount of shopping opportunities in and around the City, there is a predictable amount of retail commercial facilities (businesses) which can be supported. The increase in retail establishments in surrounding communities has created competition levels which have caused Taylorsville to reassess its current quantity of commercial square footage. The City must replace its lower quality shopping centers with alternative land uses and concentrate its opportunities and efforts at its prime locations, thus "maximizing" its market potential.

Retail and Office Commercial Activity

Existing centers will should be revitalized and reinvented to ensure they are capable of capturing the majority of the City's daily shopping needs. The City will assist grocery-anchored centers in their efforts to stay current with modern trends. The City will encourage existing retail centers to look at new designs that can create destination-shopping opportunities that attempt to provide for 2 to 4 hour shopping trips. "Lifestyle" shopping centers could be the design scenario. However, the City must be open to alternate suggestions from retailers, developers, and citizens.

Location of New Office and Retail Space

The demand for new retail space through 2010 will begin to decline for Taylorsville due to its exiting inventory and the projected increase in shopping centers located in surrounding communities.

It is important to discourage strip commercial development, which dissipates retail activities and capture rate. Instead, the City must encourage "nodes" or centers of commercial activity, thereby ensuring strong market support for all new retail space. The City should not only begin to discourage new commercial strip centers but should begin to aggressively phase out poor performing or poorly located existing centers and create alternative land use designations in the plan to assist redevelopment of old centers into non-commercial uses which can benefit the City's long term economic goals. In essence the City must preserve its A and B sites and reuse its C and D sites.

Economic Development Objective 5.1.1: Provide for the economic needs of Taylorsville residents including retail shopping opportunities and services, employment opportunities, and fiscal stability.

By "right sizing" retail locations, any excess land can be reused in alternate land use patterns. The primary focus of the reuse should be projects which generate employment opportunities, such as office or

unobtrusive light industrial uses. The job opportunities created under such a scenario provide employment for residents as well as a day time population which will use local retail services, thus allowing the City to again maximize its market share.

Action Statements:

- 5.1.1 Adopt a Land Use Map for the City that clearly designates acreage for light Industrial / business park, general office activity, commercial activity, and Mixed Use Development (cross ref with land use section).
- 5.1.2 Initiate strategies to market for, attract, and/or accommodate new activity as defined in the Economic Development policies.
- 5.1.3 Maintain the existing land use designations, which will accommodate the 3-mile projected population of approximately 145,782 by 2008.
 - 5.1.3.1 Provide land uses which create employment opportunities. Such employment can bolster day time population to support retail activities.
 - 5.1.3.1.1 The projected market potential for the City is dependent, to a large extent, on population growth within the City as well as the ability of the City and its existing centers to “reinvent” themselves. In addition, the City must allow for older “strip center” projects to transition into other land uses. (Move out of Action Statements and into text above)
- 5.1.4 Encourage mixed use projects to more efficiently utilize existing space.
 - 5.1.4.1.1 Older shopping centers could reduce in retail size while at the same time construct job producing land uses. Many sites must go vertical; two to four stories will not be uncommon. Special attention should be paid to niching the City's economic development programs to fill the needs of persons not being served by current land uses. Job creation should be a focus. (the statements above are best policies or should go into preceding text)
- 5.1.5 Participate in the renovation of older centers to ensure they can compete with centers located on the periphery of Taylorsville.

5-2: Economic Growth

Goal 5-2: Generate cumulative growth that will provide net economic gains to the City.

As Taylorsville grows, developments must be evaluated on their ability to provide economic support to the City. As an example, residential development, particularly single-family homes, represents a net drain on City funds because the cost of services such as police, fire, and city administration, is more than the revenue created from residents' property tax, transfer tax, or fees. In contrast, commercial development generally produces positive net revenue for the City



from items such as sales tax generation, greater real estate tax valuations/assessments, and creation of job opportunities. Currently, there are 4.3 million square feet of retail space located within existing shopping centers within Taylorsville City and approximately 1 mile of the city's boundary (Table 1). This data does not take into account additional retail space located in single buildings and unanchored centers.

Regional Commercial Competition

Projections of future demand for regional retail space indicate that current totals of regional commercial space are sufficient to serve Taylorsville through 2008. The City must concentrate on revitalizing the area, including shopping centers and tenant mixture to ensure that surrounding areas and new projects will not steal shoppers and their dollars from Taylorsville Centers. The competition will most likely come from shopping centers located in West Jordan (7000 South and Redwood Road, the Jordan Landing area and 5400 South and State Street, just to name a few). If suitable changes to existing Taylorsville sites are not undertaken in the next three to five years, market share will continue to be lost to neighboring cities.

Economic Development Objective 5.__: Generate cumulative growth that provides net fiscal gains to the City.

Action Statements:

- 5.2.1 Determine the need for a fiscal impact analysis as part of the Development Review process. The purpose is to provide input into assessment of citywide impact of development activities and to determine what costs to the City, if any, may be subject to mitigation. This will ensure that amenities such as parks can receive appropriate funding levels, both from impact fees as well as general fund revenues. (put in text above objective)
- 5.2.2 Monitor the fiscal impact of the mix of development proposals and activity on an annual basis to determine the optimal phasing of new development, according to its net positive or negative fiscal impact.
- 5.2.3 Monitor the fiscal impact of the location of development to ensure that the costs of services are balanced with revenues generated on a recurring basis.
- 5.2.4 Periodically assess the structure of utility rates and user fees to ensure that such rates and fees cover the true cost to the City.
- 5.2.5 Reduce retail space in less desirable and typically less productive strip commercial centers.
- 5.2.6 Redevelop areas of older "strip commercial" development to alternative land uses such as: specialized housing, mixed use, or office designations that enhance employment opportunities.

Economic Development Objective 5.3.3: Attract new retail development to meet the needs of the current and projected population, as well as to retain potential sales tax revenue in the City, and encourage the development of local-serving office space to meet the needs of the current and projected population, and to provide jobs for local residents. Currently, the City has two major non-retail employment centers: Sorenson Research Park and American Express. Both areas are important and should be a priority for the City to nurture.

Action Statements:

- 5.3.1 Establish an aggressive marketing program to effectively compete with neighboring cities. The marketing program shall involve direct solicitation of developers and headquarters of chain stores, explanation of potential assistance programs, and explanation of market support.
- 5.3.2 Engage in outreach such as small business training to encourage outlets to remain in Taylorsville as well as improve business viability.
- 5.3.3 Consider the use of redevelopment authority or development agreements to designate project areas throughout the City and to acquire the designated site(s) within those project areas.
- 5.3.4 Establish an outreach program to encourage existing businesses that are in conformance with the General Plan to remain at their current locations.

Best Practice Policies:

- 5.3.5 Maintenance of existing A and B sites as well as “Right Sizing” of the shopping opportunities now available is key to retaining the economic viability of the commercial clusters.
- 5.3.6 In areas designated as mixed use, encourage retail use on the first floor and allow for office or residential uses on the second floor or in the rear of the building. Utilize mechanisms such as height and density bonuses, as set out in a Land Use element.
- 5.3.7 Provide concentrations of neighborhood and community-serving commercial space and avoid extended strip commercial patterns. Such development patterns can lead to the dissipation of future and existing shopping opportunities.

- 5.3.8 Adhere to height and Floor Area Ratio ("FAR") standards in conformance with the policies created in a Land Use element for retail and office buildings in order to create and maintain an attractive image for each commercial concentration. An attractive image is an essential element to ensure that commercial development in the City captures its full potential share of market demand as well as maintains a competitive edge over those in surrounding communities.
- 5.3.9 Allow for mixed use districts in designated areas and establish incentives, such as expansion of parking capacity, reduction of existing parking ratios, and or shared parking agreements to provide for second floor specialty office over retail, to attract projected growth in local-serving office space.

5-3: Existing Commercial Development

Goal 5-3: Maintain and enhance existing commercial cores.

Analysis of Existing Commercial Uses

It is believed that the City is losing sales tax revenue due to increased competition from surrounding communities and because the age of existing centers make them less attractive to shoppers. During the 1980's and early 1990's, Taylorsville was the only community with a substantial amount of regional commercial. Residents from surrounding communities were compelled to travel into Taylorsville City to shop; new opportunities closer to home have changed their shopping patterns.

As noted in Table 1, the average age of shopping centers in the vicinity is 19 years. Centers over 20 years old suffer from two age related problems- the first is that many of the structures no longer reflect shop sizes which maximize the returns of the operator's current procedures and product placement. The second issue is that the center no longer carries an appeal for the consumer. New and more modern centers have attracted consumer business. Revitalization of the centers including physical appearance, modern prototype size and tenant mixture must occur with the joint cooperation of the owners, tenants and the City.

Specific Area Goals

In keeping with the economic development philosophy stated earlier in this Chapter, several specific sites have been defined as needing attention. These sites should be a priority of the City's economic development program.

5400 South and Redwood Road

The Redwood Road corridor between 5400 South and I-215 is the economic heart of the City. Retail operations along or adjacent to this corridor account for over 1/3 of all retail sales within the entire City. Direct and easy access to three regional

transportation corridors makes this a very desirable commercial location in Salt Lake County. However, even with its desirable location, this area is experiencing significant competition from other regional shopping districts outside of Taylorsville's boundaries.

Economic Development Objective 5.5.1: Secure the City's existing commercial tax base through the enhancement of the 5400 South and Redwood Road Corridor as a destination regional shopping center(s) and specialized neighborhood center serving area residents.

Action Statements:

- 5.5.1 Attract uses that would provide evening activities such as entertainment and cultural opportunities.
- 5.5.2 Assist the owners of the Family Center at Midvalley to reinvent itself and follow current retailing trends. Such actions may include creation of a "Lifestyle" center, provision of a new street system providing superior traffic circulation, resizing store sizes and prototypical floor plate sizes.
- 5.5.3 Develop promotional events, such as theme events or open air markets, to promote an awareness of the 5400 South area and its revitalization as a new and exciting commercial activity center.
- 5.5.4 Establish an outreach program to encourage existing businesses in the area, that are in conformance with the General Plan, to remain at or near their current locations and encourage office users to relocate to second-story or in the rear of the building.
- 5.5.5 Establish a marketing program to attract new retail outlets to the Midvalley Family Center area.
- 5.5.6 Investigate the parking needs of shopping centers in the Redwood Road and 5400 South area and provide a plan and implementation program to address the identified needs.
- 5.5.7 Align all economic development activities with transportation improvements because of the high level of automobile congestion in the area. It is estimated that intersection improvements along 5400 South and Redwood Road will be required. Access management, turn pockets and weave patterns must be improved. In addition, improvements to the mid-block signalized access to the shopping centers, and major intersection capacity improvements will likely be warranted. (put in text above)

5.5.8 Undertake internal site improvements after concise coordination with the Utah Department of Transportation, the transportation element of the General Plan, and the Capital Improvement.

Best Practice Policies:

5.5.9 Shared parking, off-site parking, reduced stalls per sq. ft., and public parking areas and/or structures should be considered. New projects and/or redeveloped projects should also avoid placement of parking in areas which would create lack of usage due to poor location in relation to stores and store entrances.

4700 South and Redwood Road (SLCC Campus Vicinity)

The Salt Lake Community College campus is a clear asset to the community. Unfortunately, integration of the campus and the surrounding community is largely unrealized at this point. Most students who attend the college commute from outside the City and rarely utilize services such as restaurants and copy centers within the immediate vicinity of the campus.

Economic Development Objective 5._._: Utilize the presence of an outstanding facility such as the Salt Lake Community College to improve the shopping, housing and employment base of the City

Action Statements:

- 5.6.1 Coordinate with Salt Lake Community College to investigate the ability to create job opportunities through joint ventures with local businesses and/or “spin off” operations from campus programs.
- 5.6.2 Provide spaces for joint operations to occur. Mixed use development transitions with neighboring shopping centers should be designated on the General Plan. Second level or greater office opportunities should be investigated with shopping center owners.
- 5.6.3 Redevelop all corners of the 4700 South and Redwood Road intersection. The City should encourage a retail tenant mixture that can provide support services for students, faculty, and staff of the College.
- 5.6.4 Encourage student housing as part of mixed use renovations. While the trend for the students attending the Taylorsville campus is to commute from other parts of the valley, the City in cooperation with local development teams and the college should analyze the potential to create near campus housing for students and staff.

5.6.5 Due to the high level of automobile congestion in the area, all economic development activities in the area should be closely aligned with transportation improvements.

Best Practice Policies:

5.6.6 Mixed use development transitions with neighboring shopping centers should be designated on the General Plan. Second level or greater office opportunities should be investigated with shopping center owners.

4700 South and I-215 Interchange

Despite being adjacent to an I-215 freeway off ramp and having direct access to 4700 South and 2700 West, this area has struggled to maintain a consistent tenant base. The age of existing development exceeds twenty years and façade and design treatments generally do not meet current retail space demands. This area has tremendous potential given its visibility and access to the regional transportation system. To further increase the potential of this site, mass transit improvements in the form of light rail or bus rapid are a distinct possibility on the 2700 West corridor.

This is one of the City's best retail commercial locations. The site is currently under-utilized and should be improved. A higher intensity use could be supported at this location.

Economic Development Objective 5.__: Enhance the 4700 South Corridor and the I-215 interchange as a community shopping center and specialized neighborhood center serving area residents.

Action Statements:

- 5.8.1** Encourage expansion of existing employment centers. In conjunction with the redevelopment of the existing retail centers, the City should encourage the expansion of employment base in the area.
- 5.8.1** Undertake a market analysis of the vicinity. Results may include the shrinkage of the retail component and expansion of the employment centers and office space.
- 5.7.2** Create a modern efficient shopping center for community needs by redeveloping the existing retail centers as the age of the existing centers exceeds twenty years. Keep in mind the need to keep lease rates as low as possible for future tenants.
- 5.7.3** Align economic development activities with transportation improvements due to the high level of automobile congestion in the

area. It is estimated that intersection improvements at 2700 West and 4700 South will be required. In addition, improvements to the mid-block signalized access to the shopping center must occur. At the same time, internal site improvements, traffic flow and access management must also be undertaken. Thus careful and concise coordination with the transportation element of the General Plan and the Capital Improvement Plan must occur.

- 5.7.4 Investigate the possibility of locating a regional scale hotel at this location to take advantage of direct freeway access and provide a niche largely absent in the community.
- 5.7.5 Consider possible mass transit connections and needs in the redevelopment of this site.

5400 South and Bangerter Highway

The general vicinity of 5400 South and Bangerter Highway represents the primary gateway into Taylorsville from the Kearns area west of the City. This area also represents the largest commercial district on the City's west side. This district is anchored by the West Pointe shopping center, which was built in 1984 and contains 165,000 square feet of leasable space. West Pointe contains many auto oriented business locations with poor access management and limited curb appeal.

Economic Development Objective 5.1.1: Enhance the 5400 South and Bangerter corridor as a regional shopping center and community center serving area residents, including communities on the City's boundaries.

Action Statements:

- 5.8.1 Provide funding sources for reduction of traffic congestion and access improvements. Strip commercial development in the area has created traffic congestion. The lack of access management techniques in the area has created too many access points and improper turn radii. As such the convenience to the consumer has been compromised.
- 5.8.2 Encourage centers to renovate. The Kearns Point shopping center was built in 1984. As such, the age of the center in 2004 is now twenty years old. The center's façade and design are tired and lack the appeal necessary to attract new customers. Redevelopment of the center should occur, while at the same time keeping in mind the need to keep lease rates as low as possible for future tenants.
- 5.8.3 Recruit users for vacant stores. Establish an aggressive marketing program to effectively compete with neighboring cities. The

marketing program shall involve direct solicitation of stores, explanation of potential assistance programs, and explanation of market support.

- 5.8.4 Engage in outreach, such as small business training, to encourage outlets to remain in Taylorsville as well as improve business viability.

4100 South and Redwood Road

The intersection of 4100 South and Redwood Road is an important commercial area of the City in that it is located at the intersection of two heavily traveled transportation corridors and is positioned to act as a gateway into the community from West Valley City. Currently the vicinity is characterized by aging regional shopping centers and strip development.

Economic Development Objective 5.1.1: Support the City's existing commercial tax base through the enhancement of the 4100 South and Redwood Road Corridor as a community shopping center and specialized neighborhood center serving area residents.

Action Statements:

- 5.11.1 Create a modern, efficient shopping center for community needs by redeveloping the existing retail centers. The age of the existing centers exceeds twenty years. As such, the centers do not meet current retail space demands. In addition, the center's façade and design are tired and lack the appeal necessary to attract new customers. Redevelopment of the center should occur, while at the same time keeping in mind the need to keep lease rates as low as possible for future tenants.
- 5.9.2 Provide funding sources for reduction of traffic congestion and access improvements. Strip commercial development in the area has created traffic congestion. The lack of access management techniques in the area has created too many access points and improper turn radii. As such, the convenience to the consumer has been compromised.
- 5.9.3 Align economic development activities with transportation improvements due to the high level of automobile congestion in the area. It is estimated that intersection improvements along 4100 South and Redwood Road will be required. Access management, turn pockets, and weave patterns must be improved. In addition, improvements to the mid-block signalized access to the shopping centers, and major intersection capacity improvements will likely be warranted.



5.9.4 Undertake internal site improvements to provide for more efficient use of existing retail space in coordination with the Utah Department of Transportation, the transportation element of the General Plan, and the Capital Improvement Plan.

City Center

The intention for the purchase of the City Center site located at 2700 West and 5400 South was not only to build a first class civic center, but also to acquire adequate ground to resale and pay for the majority of all of the costs associated with the civic center. As such, the City must continue to market the site for this purpose.

In 2003 the Taylorsville City Council adopted a small area master plan intended to guide development at the City Center site located at the northeast corner of 5400 South and 2700 West. The plan calls for a mixed-use pedestrian oriented development that will act as Taylorsville's "community gathering place." The plan focuses on creating intimate, well-designed spaces that feel like a series of public spaces rather than a private shopping center. Emphasis will be placed on architectural and site design standards established in the small area master plan. The City Center site should be an environment where commercial success and long term sustainability are created by emphasizing a careful blend of uses, quality architecture, and site design.

As identified in the citizen involvement process of the general plan update, health care facilities and costs were among the more prevalent items identified. As such, the City should investigate the possibility of marketing a portion of the site to a health care provider. Such a service can again reinforce the civic center as a pivotal location for community life.

Additional public comment has centered upon the fact that Taylorsville City does not have its own dedicated United States Post Office. Many civic centers throughout the county combine such essential public services at one location. Taylorsville City in cooperation with the United States Postal Service should discuss, and then undertake a feasibility analysis for a new post office location at the civic center location.

Economic Development Objective 5._._: Create a community gathering place at City Center.

Action Statements:

5.10.1 Actively seek developers and businesses to implement the City Center Small Area Master Plan.

- 5.10.2 Engage in active dialogue with the United States Postal Service and undertake a feasibility analysis for new post office location at the Civic Center location.
- 5.10.3 Provide a connection between the Valley Regional Park and ancillary uses with the City Center site. Attract uses to City Center that compliment uses at the park.
- 5.10.4 Facilitate a physical connection between the park and the City Center site.
- 5.10.5 Promote the ability of retail establishments to tie into the county softball complex in proximity to the civic center site. Any additional marketing that would direct attention to the increased customer base for businesses due to the proximity to the softball complex should be undertaken and publicized.

6200 South and Bangerter Highway

This property, commonly known as the “UDOT” parcel, is generally located on 6200 South between Bangerter Highway and 3200 West. At approximately 120 acres, this property represents the largest vacant area of the City.

Economic Development Objective 5.1.1: Actively solicit a development partnership or joint venture that would create a true “Business Park” on the “UDOT” parcel located at 6200 South and Bangerter Highway.

Action Statements:

- 5.11.1 Establish an outreach and retention program to encourage existing firms to remain in Taylorsville when the UDOT site is able to accommodate business park development. Actively monitor expansion and relocation plans of these firms. Such a program will establish on-going contact with owners and managers of industrial firms in the City and convey the City's interest and capabilities relative to the firms' needs and interests.
- 5.11.2 Make available sufficient acreage of a business park designation exists at the UDOT site in order to capture the City's fair share of employment opportunities through the year 2030.
- 5.11.3 Designate a sufficient amount of land to accommodate the projected growth in demand for business parks and employment centers through 2030. This long term approach will benefit the City as large tracts of land for business parks in the central valley rapidly vanish.

5.11.4 The City must create a distinct and responsive zoning district to produce an identifiable business park environment on the UDOT parcel. During the creation of the ordinance, the City should investigate utilizing the proposed park to maximize FAR of the Business Park by using recreational park as part of the project's open space requirements.

5-4: Employment Opportunities

Goal 5-4: Generate developments that create jobs and maintain existing quality employment centers.

Employment Centers

Economic Development Objective 5.__: Generate new and clean employment center growth in an orderly and controlled manner through diversification of the industrial base and maintenance of current activity in order to provide employment opportunities for residents.

Action Statements:

5.12.1 Increase, on an ongoing basis, the number of firms within the industries now represented in the City and capture industries that are not currently represented in the City but are stable industries and compatible with City needs in terms of traffic and air quality.

5.12.2 *Establish a marketing program to identify desired new industries and attract new industrial activity, which may involve development of promotional brochures that explain positive aspects of living/working in Taylorsville, and discuss any available City assistance programs; direct marketing to firms in targeted industries; and place advertisements in trade journals. Taylorsville must produce lease rates lower than those offered in the Jordan Landing project area. In addition the space requirements offered by Taylorsville area products must be of superior quality and targeted to businesses that only rely on locational characteristics of Taylorsville as well as the available employment base.*